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Central Intelligence Agency



Washington, D.C. 20505

18 JUL 1981

The Honorable Edward P. Boland
Chairman, Permanent Select
Committee on Intelligence
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

In his letter to you of 14 July, discussing our reasons for proceeding with an interim overseas differential, the DCI promised that we would provide additional back-up material. Such material is enclosed. Much of it was prepared in the course of our preliminary look at the question of proper compensation for our personnel working overseas. The enclosed material is, of course, not a substitute for the thorough systematic analysis which we will have prepared by external experts and which we will provide the Committee when it is completed early next year.

The enclosed material provides a profile of a CIA employee overseas, which describes the unique duties of CIA personnel which distinguish them from other government employees. It includes synopses of the CIA operations officer, communications officer, and support officer, and several brief case studies of typical CIA officers overseas. We have also included a preliminary summary analysis by the Office of Medical Services of the special stress that accompanies service overseas, particularly for CIA officers with the burden of living under cover, of being a special target of hostile elements, and of working clandestinely. The material also includes position descriptions of typical overseas positions that document and give the flavor of the unusual responsibilities and duties of CIA personnel and the special talents and capabilities required of CIA personnel.

Once again, I would like to thank the Committee for its understanding in the matter of the interim overseas differential, and I trust that the accompanying material and the forthcoming systematic analysis will help elucidate why we believe that CIA and other similar Intelligence Community personnel deserve recognition of the particularity of their overseas service.

Sincerely,

/s/ B. R. Inman

B. R. INMAN
Admiral, U.S. Navy
Acting Director of Central Intelligence

Enclosures

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THE CIA EMPLOYEE OVERSEAS: A PROFILE

1. Short Description of:
 - a. Agency Ops Officer Overseas
 - b. Agency Support Officer Overseas
 - c. Agency Communications Officer Overseas
2. Five Representative Case Studies - Excerpts from Actual Performance Reports
3. A Representative Sampling of Position Descriptions
4. A "Quick" Analysis of the Hay Study
5. Office of Medical Services Views of Stress in Overseas Service

Short Description of:

- a. Agency Ops Officer Overseas
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- c. Agency Communications Officer Overseas

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Five Representative Case Studies - Excerpts
from Actual Performance Reports

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A Representative Sampling
of Position Descriptions

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A "Quick" Analysis of the Hay Study

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I. TOPIC

25X1 An analysis of the Hay Associates "Study to Assist the Department of State in an Evaluation of the Compensation System of the United States Foreign Service."

II. BACKGROUND

25X1 A. Hay Associates was contracted with to assess Foreign Service jobs as to content, comparability with other Federal positions, linkage with the General Schedule pay/grade classification system, and to propose a Foreign Service Grade System.

25X1 B. It applied "Hay Job Evaluation Techniques" to determine the relative job content of selected Foreign Service positions, domestic and overseas, and the relationship of Foreign Service work and pay, both within the Department and to other external employers, including the U.S. Civil Service. By data collection and statistical analysis techniques, it determined that the historical linkage with the General Schedule pay/grade classification system was no longer appropriate and proposed a new linkage system and pay scale.

25X1 C. Ultimately the Congress approved the study's concepts and a new Foreign Service Pay Scale which resulted in an average salary increase of 9.6 percent.

25X1 D. In its study, Hay Associates acknowledged (page 27, Volume I) "...The impact of overseas service is necessarily and properly felt by the entire Foreign Service and for this reason it is most appropriately addressed by the grade/pay system. This concept will be developed in the Proposed Grade Structures section of this report." The consultants noted that the

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content to context of overseas service (meaning the difficulty associated with maintaining a mobile service operating under stressful and less than secure circumstances) should be about 15 percent and made as "...an incremental addition to the Foreign Service grade/salary structure..." ☐

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III. DISCUSSION

A. The Foreign Service Pay Scale (FS) resulted in the following sample linkage changes.

1. FSO-3 (now FS-1) jobs were found comparable with GS-15 rather than between GS-15 and GS-14 as was the historical linkage.

2. FSO-4 (now FS-2) were found similar to GS-14 rather than to GS-13 as was the historical linkage.

3. FSO-6 (now FS-4) were found comparable to GS-11 jobs rather than to GS-09 as was the historical linkage.

4. Similar linkage changes were made between FSS and lower graded GS grades. ☐

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B. In using its "Hay Job Evaluation Techniques" points to establish points for the Civil Service job samples in the General Schedule to prove job difficulty, Hay relied upon prior studies (1976 Civil Service Commission study and the 1975 QRMC study). Points for the Foreign Service jobs upon which the linkage was based were determined during the State Department survey. As CIA jobs were not included in either study, the application of the "Hay Job Evaluation Techniques" to CIA jobs, particularly overseas might indicate that the CIA jobs rank higher in point count than the normal General Schedule positions. ☐

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C. Hay documented (pages 1-4, Volume I) peculiar requirements of the Foreign Service all of which could be applied to base positions within CIA. This lends additional credence to the long-held belief that CIA

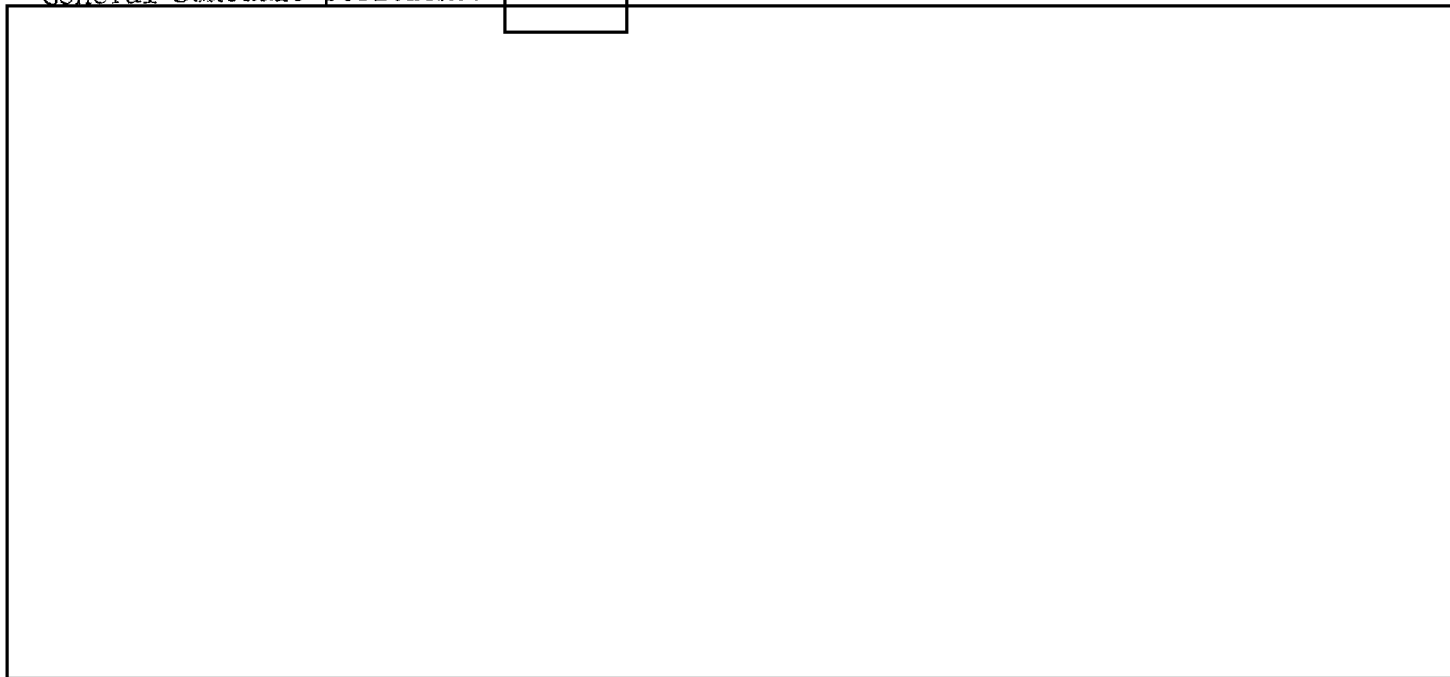
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positions are more similar to Foreign Service positions than to normal

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General Schedule positions.

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IV. CONCLUSIONS

A. The impact of overseas service finding by Hay Associates can be applied equally to CIA positions overseas. It appears this finding and the addition of a 15 percent factor were included in assigning "points" to Foreign Service jobs. This 15 percent factor might apply equally to CIA jobs overseas.

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B. The change in the historical linkage between the Foreign Service and the General Schedule had an adverse impact on the salary of CIA employees

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Office of Medical Services Views of
Stress in Overseas Service

The following is an excerpt from a recently completed Agency Inspector General survey of the Office of Medical Services. It relates to service overseas.

Overseas living has always had its stresses: the move itself, the three to six months settling-in process, adjusting to an alien culture, learning to communicate in a foreign language, living cover, and requirements for night working hours and extended TDY travel. All these problems still face our people going overseas today, but added to them are some new stress factors, which reflect changes both in our own society and in the foreign environment.

Selection and screening of personnel for overseas assignments must take into account both the increasing stress of overseas life and particular stress factors at individual field stations. This is a problem not only for OMS, of course, but for other components' line management as well. In this regard, the principal lesson we learned in our field visits was that stress factors at individual posts change with the passage of time, and neither OMS nor other managers should rely on outdated knowledge and experience in assigning or clearing personnel for service overseas.

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Since life overseas is substantially more stressful than in the past, however effective screening procedures are, we must do more to prepare our employees and their families to cope with life abroad, particularly in more stressful environments, or else be prepared to deal with a higher incidence of stress-related problems overseas.

Stress factors which today are making life overseas increasingly less pleasant include:

Decline in American and U.S. Government Prestige Abroad

The decline in US prestige is an intangible factor, which probably affects older employees and their families more than younger personnel. As a country and as individuals we simply are not accorded the same respect overseas as was the case in the 1950's and 1960's, and it hurts. Moreover, with less disposable income, our people are generally unable to cut as wide a social swath as they used to. Meanwhile, local businessmen, even in underdeveloped countries, have become wealthy and consume with high conspicuousness; and representatives of American business firms live comfortably, with perquisites not available to government employees. In some areas the Foreign Service or CIA employee overseas looks on himself as a second class citizen. Also, as an official representative of the US Government, he is easily identified by the local population and may be subjected to terrorist activity.

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The High Cost of Living

Many employees see service overseas as a means of accumulating savings, either merely to have a small nest egg, or for concrete purposes, such as buying a home or financing their children's education. In many posts, particularly those without a differential, this is now difficult, especially for lower graded employees. There are cost of living allowances, but they seem to lag behind the actual rate of inflation. On this trip no one with whom we discussed the issue was losing money by virtue of being overseas; but the attractiveness of overseas work as a means of saving for a rainy day is fast diminishing.

Post differentials up to 25 percent are provided as compensation for the hardships encountered in some areas. Some people seek assignments to these stations as a means of getting ahead financially, knowing that enduring the hardships at least will make for a more secure future. Even if the extra money is not part of the motivation, it is a welcome compensation for living in these areas.

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[REDACTED] there is resentment if employees do not see improvements in the conditions of the post, yet the income they were counting on is diminished.

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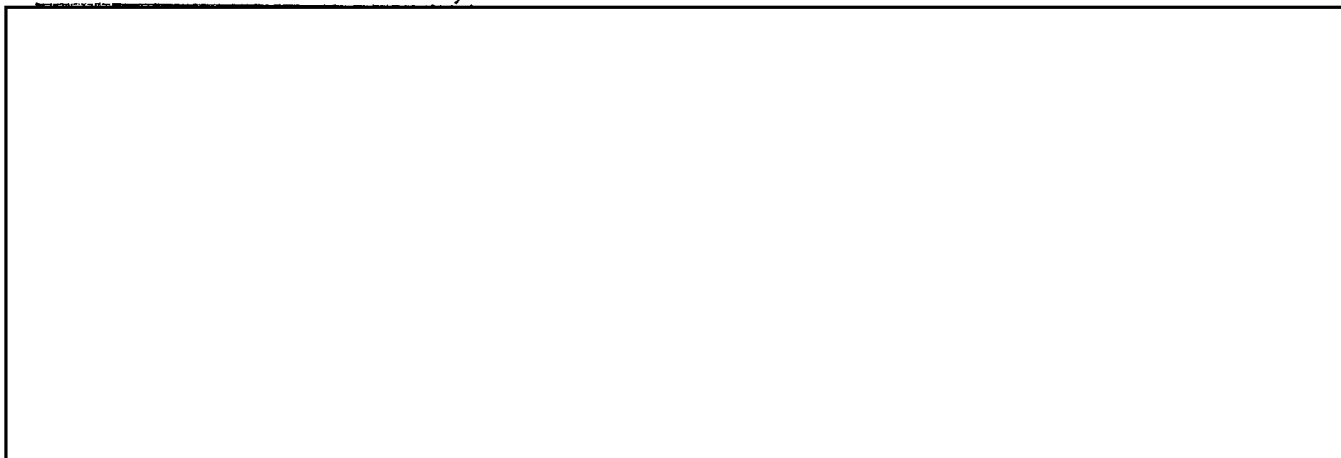
The Working Spouse

Relevant to the problem of overseas assignments and concomitant stress is the current phenomenon of the working spouse and loss of income when one breadwinner must quit or take a much lower salary overseas. Even if the spouse initially agrees to quit and accept the overseas assignment, as time goes on, friction can develop due to loss of career status as well as tangible income.

Problems of Living in Large Cities

Cities abroad are expanding in size, generally at an even more rapid rate than American cities, with predictably severe consequences: breakdowns in public utilities, transportation and other services; massive traffic jams; pollution of the air and water; decline in the availability of recreational facilities; increase in crime and urban violence; and the general unpleasantness of existence in a densely populated area: crowded streets, crowded shops, crowded apartment houses, endless street noises, and the like.

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Terrorism and Security

increased the anxiety level of life in some posts.

It is a tribute to all foreign service families that they
continue to perform effectively under such adverse security
conditions

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The

particularly insidious problem of identification of CIA
employees by the press continues with stressful consequences
for the employee and his family.

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Fear of Catastrophic Disease or Accident

This stress factor was with us in "the good old days,"
and remains very much a source of stress today. Many cities
where our stations and bases are located have medical
facilities of frightening primitiveness, filthy, lacking
in drugs, antibiotics and anesthetics, and with poorly
trained nurses and orderlies. Personnel at these posts,

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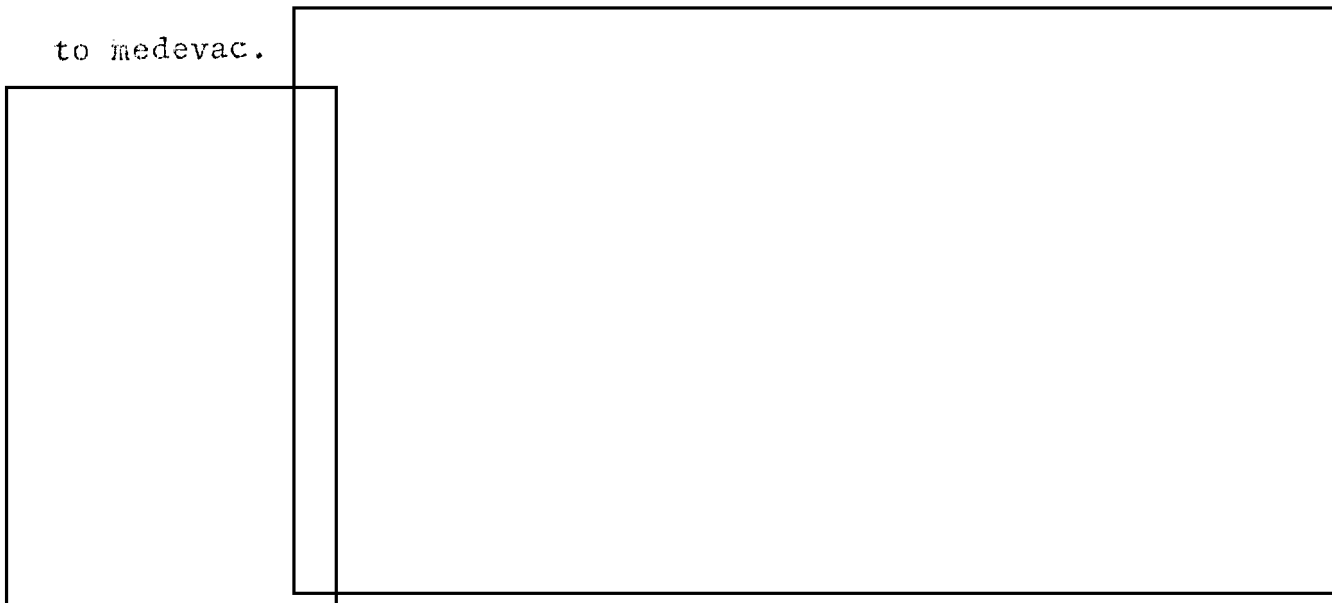
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no matter how high their morale otherwise, live with a lurking fear that the sudden onset of disease, or a serious accident, will compel their admission to these facilities. There are steps the RMO can take to reduce this stress factor, including briefing employees on local diseases and appropriate measures to take if confronted by them and awareness of the local hospital situation in all posts. [REDACTED] is doing such a survey.

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Emergency situations are frequently eased when an RMO can be rushed to the scene to take charge and, if necessary, to medevac.

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Operational Workload and TDY Travel Requirements

This is another stress factor that has been around for a long time. Operations officers are often required to work at night, which leaves the spouse alone or allows for little private exchange between marriage partners.

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Frequent travel requirements for communications and technical service employees with regional responsibilities also leave the spouse to manage alone. As operational requirements increase, and personnel resources decline, these problems worsen. The political unrest and security threat in some areas increases anxiety about these professional requirements. The absence of one partner, usually the husband, frequently leaves the wife to cope by herself with increasingly difficult living conditions. With no opportunity to work, no language training and few social outlets, the wife may feel lonely, bored and isolated from the local community. All these factors put additional strains on the family relationship.

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23 May 1980

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MEMORANDUM FOR: Director of Medical Services

FROM:


Chief, Center for Counterterrorism and
Crisis Response

SUBJECT: Stress of Overseas Assignment

1. As you are aware, our Staff has been involved in preparing people for overseas assignments in the context of the increasing threat of international terrorism. In this work we have dealt with both new and experienced employees from all Directorates. During and following crises, we have had the opportunity to observe the reactions of a number of involved individuals. TDY travel has allowed us to observe personnel in a number of stations around the world.

2. The increasing hostility to Americans abroad, and particularly to US government officials, has increased the level of anxiety among both employees and their families. Specifically, the threat of violence has become more generalized and unpredictable. No longer is it sufficient to calculate the risk to oneself or one's family in terms of a known enemy; real sources of danger include terrorists, criminals, and mobs, all of which can occur, it seems, at any time and at any place. At the same time, there is the perception (real or imagined) that the USG is less able and/or less willing to afford adequate protection to its employees, viz. increased dependence on inadequate host government resources, apparent ambiguous policy statements, etc. In many cases employees successfully employ denial in dealing with this stress for themselves, but their problems become all too apparent in their concerns for their families.

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3. More generally we have found that families are playing a greater role in employee feelings about overseas assignment. For years spouses have had a difficult role of supporting employees by performing a number of operational functions about which they know very little. Spouses are becoming less tolerant of this exclusion and want greater recognition. At the same time there is the increasing incidence of spouses having independent careers; it is a rare overseas assignment where one of the family's careers does not suffer.

4. In the past the glamour of living overseas, as well as significant financial benefits, helped employees deal with the above general problems as well as the more specific stresses of particular locations (such as the cultural problems women have in the Middle East). Conditions have now changed so that the major benefit we hear from employees about serving overseas is that it takes them away from the problems at Headquarters. However, the problems at Headquarters contribute to the stresses overseas insofar as officers in the field feel they are getting insufficient support from Headquarters.

5. Increasing the financial rewards of overseas service may reduce, but will not eliminate, the effects of the above stresses. Its more direct effect would be to signal a reversal of the perceived trend to downgrade overseas duty exemplified by the Congressional and Treasury pressures to reduce allowances and tax benefits.

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